

STATE OF MONTANA

STOP VIOLENCE AGAINST WOMEN FUNDING

THREE-YEAR IMPLEMENTATION PLAN

JUNE 16, 2003

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IMPLEMENTATION PLAN CHECKLIST

Following is a listing of elements contained in the Montana STOP Implementation Plan.

Plan Elements

- Geographic considerations and underserved populations
- Description of problems the State faces with respect to violence against women
- Description of current law enforcement, prosecution and victim service efforts to address these problems **including improvements since VAWA funding**
- Analysis of existing services based on geographic location and population size
- Identification of funding sources for current services
- Description of how information about the persons to be served will be collected
- Timetable for tasks undertaken to implement plan
- Description of the organization and management capabilities of the State agency administering the funds
- Identification of the State's goals for this program
- Budget information **and FY 03 Subgrant Summary**

I. NATURE AND EXTENT OF THE PROBLEM

According to the most recent *Crime in Montana Report* prepared by the Montana Board of Crime Control, the index crime rate was down by 1.5% in 2001. This is based on crimes per 100,000 people in the seven categories that make up index crimes. **Violent Crime** is composed of homicide, rape, robbery and aggravated assault. All violent crimes involve force or threat of force. A rate of 355.4 violent crimes per 100,000 people was reported in 2001. This is a 9.3% increase over the 2000 rate. Much of this increase is due to a 12% increase in reported aggravated assaults and a 44% rate increase in homicides. **Partner and family member assault** accounted for 10.7% of the homicides in 2001. **Rapes were down by 1.1%** suggesting either a reduction in rapes or a troubling reduction in the willingness of victims to report rapes.

Reports to law enforcement of Partner or Family Member Assault (**domestic abuse**) were up by **1%** from 2000 to 2001. Even with the increase in reporting to law enforcement, this crime category remains underreported when compared to numbers of domestic violence victims seeking services each year from agencies throughout the state. Montana has law enforcement documentation that demonstrates violent crime is still on the rise and a concern from members of the STOP Violence Statewide Committee (hereinafter referred to as the Committee) continues to be the issue of **underreporting**, especially in incidents involving Domestic Violence, Sexual Assault and Stalking.

Montana is a large state, which has several barriers to offering services; low population, inclement weather and road conditions, restricted access to cellular phone services and limited financial resources. Our population density is 6.06 persons per square mile in a landmass of 145,392 miles, and over 50% of our population resides in 6 of the 56 counties. The economies of our communities are unable to provide many health care, law enforcement and social services although desperately needed. The Committee considered the demographics of this frontier state to be a formidable barrier to creating an informed citizenry and well-trained justice system personnel. The size of our state and the remote isolated densely populated areas still have extended families who live on the same ranch or farm area and still perceive violence as a private family matter. Law Enforcement officers in these areas are limited to two officers on duty and the response time can be hours.

The NIF Research in Action report contends that the nature of violence in rural locations is more likely to occur among acquaintances than in urban areas. Given the features of rural culture - informal control, a mistrust of government and outsiders, and a reluctance to share internal problems - investigating and preventing interpersonal violence may require different strategies in rural areas than those used successfully in urban locations. This is an important consideration for STOP plan development in Montana, one that requires innovation and flexibility.

These two important factors - **culture** and **country** – have been and continue to be the cornerstones from which this STOP Violence plan was assembled. The nature of this problem, compounded by the extent to which our citizens suffer, are intertwined with the attitude and knowledge of the public servants charged with response, the public and private programs that struggle to provide compassionate services, and the economy which drives the financial support of it all.

There are still problems in the criminal justice system with prosecution of sexual assault cases. Challenging prosecutorial issues requiring expertise, time and education include the “he said/she said” nature of many cases, the sometimes lack of forensic evidence, and victims recanting or fearing offender retaliation.

Outreach to health practitioners on Indian Reservations and other rural locations must continue for SANE training funded through a STOP VAWA subgrant. The forensic evidence or psycho/sexual evaluations are not available in all locations and often result in creating more trauma for victims and further delays in moving cases through our criminal justice system. It was noted by several advocates that defendants are waiving their right to a speedy trial, thus causing further delays within the system. The Montana Law Enforcement Academy will be placing a greater emphasis on training for law enforcement on sexual assault response.

There is still a lack of understanding and comprehension of the dynamics of domestic violence. Some within the criminal justice system have not come to fully understand “why a woman goes back” or “why they recant”. There must be a greater emphasis on education of all disciplines that women who “get out” or strive to put a permanent end to their relationship are at an increased risk of dying. The need to have effective and careful safety planning discussions with women must become a part of discussions by all who are charged with the responsibility of public safety, services and offender accountability.

The reader will find elsewhere (Appendix D) a description of the current services available across the state. The plight of rural victims is demonstrated graphically by the near total absence of shelter in the more isolated eastern portions of this state. The sense of isolation and desperation can be overwhelming when the best option may be a 200-mile+ drive to the nearest shelter. Rural victims experience isolation, adversity, compounded by the transportation issue. Rural programs lack enough travel funds to provide transportation for immediate shelter/safety. A limited informal network of volunteer safe homes strives to assist the most desperate in the more secluded portions of the state - but cannot address the level of need. The “dis-economy of scale” of service delivery is geographically massive, lightly populated areas distributed over thousands of square miles established the necessity of innovative programs with superb service delivery. **Matters may get worse in coming years due to sharp funding reductions to victim assistance programs. In FY2003, VOCA Assistance funding for Montana declined by 7% and VAWA funding was slightly reduced. Some additional funding has become available to counties in Montana through a \$25.00 victim surcharge for all misdemeanor and felony offenders (other than most traffic offenses). This, however, does not help the rural parts of the state where very little money is collected due to low population. The federal block grant reductions along with drastic cuts to social services programs by our financially**

troubled State government will no doubt have a devastating effect on many non-profit victim service programs. As budgets for services are reduced, clients will have greater needs due to State funding cuts in support payments to needy families.

The strength of most Montana communities has historically been based on the vitality of relationships. The stressors on the western section of the state take the shape of rapid growth and the change in informal social controls; the sense of "acquaintanceship" is eroding as the influx of part-time and out-of-state residents' increases. Researchers have found that rural areas experiencing a rapid growth will also experience a disproportionate large increase in crime (*Rural Sociology* 56(4)(1991). Although population growth is substantial in several pockets of our state, law enforcement manpower and social services are frequently not increased at the necessary rate to address the community's needs. Gaps in service become greater as natives perceive they are being pushed farther back from main street to accommodate wealthy newcomers. In many of these "newly discovered" communities cost of living has spiked, while job opportunities are reduced to minimum wage service industry positions. This demonstrates the clash of culture and country - one that is particularly dangerous for the victims of family violence, in Montana.

II. CURRENT EFFORTS AND AVAILABLE RESOURCES

In FY03, MBCC will fund more than 62 programs through the Victims of Crime Act (VOCA) and Violence Against Women Act (VAWA) block grants. Coordination of these two block grants has enabled Montana to address many of the needs in the State, including rural counties. Victim/Witness programs in public agencies have more than tripled since 1995, and training efforts for all service providers, law enforcement officials and judges have improved dramatically. Training and awareness efforts, has created an unprecedented level of collaboration between public and private non-profit programs. Since VAWA funds became available in Montana a joint law enforcement-training project has operated at the Montana Law Enforcement Academy (MLEA). MLEA and the MT Coalition Against Domestic & Sexual Violence (MCADSV) combined efforts in 1995 to improve the quantity and quality of training for law enforcement, throughout the entire State. This program's successes include, a victim assistance academy, which provides one week of comprehensive training to victim advocates from both public and non-profit organizations. This program has added an advanced advocate training and Sexual Assault Response Training for law enforcement in the past two years. It is expected that MBCC will continue to announce these funding sources at the same time to insure that duplication of services does not happen.

Of the VOCA programs, approximately 70% of the funds are used to assist victims of domestic violence and sexual assault. The other 30% are divided amongst victims of child abuse, assault, elder abuse, stalking, survivors of homicide victims and adults molested as children. Although a given program may place an emphasis on certain target groups, most of them are designed to assist all victims of crime.

The Montana Department of Public Health and Human Services (MDPHHS) also makes grants to Montana programs; funds are received from the U.S. Department of Health and Human Services under the Preventive Health and Health Services Block Grant. The purpose of these grants is to provide services to victims of sex offenses and for prevention of sex offenses. MDPHHS currently grants funds to eighteen programs. The Family Services Division of MDPHHS also funds a majority of the same programs funded under VOCA through the Family Violence Prevention Act and Montana general funds generated through the divorce filing fees. MBCC staff work closely with staff from MDPHHS to avoid duplication of efforts as well as combine data collection efforts and serve on committees of mutual interest.

All victim programs receiving funding through MBCC are required to offer a variety of direct services, utilize volunteers, and demonstrate coordination with other community service providers. Additionally, all programs funded by MBCC are required as a special condition of receiving grant funds to inform victims of the Victim Compensation Program, and assist individuals filing claims. The victim service programs in Montana provide a variety of services including crisis counseling, group support, 24-hour crisis line, shelter/safe house, personal and legal advocacy, emergency financial assistance, information/referral and transportation. Some programs also offer therapy to victims in need.

Services to victims and training for judges, law enforcement and advocates have improved dramatically since 1995 when Montana began coordinating the award of VOCA and VAWA funding. Many of the gaps in services to victims have been filled as well as development of several statewide training initiatives that would not be possible without VAWA funding. By coordinating funding, the state more than tripled the number of criminal justice based advocacy programs. This was and still is a top priority of the VAWA Committee. Through the active participation of advocates in the criminal justice arena, many judges and prosecutors are becoming increasingly aware of the responsibilities they have toward victims. Educating advocates through the Montana Law Enforcement Academy - Victim/Witness Academy has helped make these advocates an integral and respected part of the criminal justice team. This training program would not have been possible without VAWA funding and the prioritization of system-wide training by the VAWA Committee. Training for law enforcement, judges and SANE nurses is another success story of the coordinated funding efforts in place since 1995. There is still a long way to go, but understanding and knowledge are increasing each year. At this year's VAWA Committee meeting in April, members indicated that they still support efforts to gather more data from courts regarding the handling of domestic and sexual violence cases. This information is being collected through two VAWA subgrants awarded to the Montana Supreme Court. The first subgrant funds the portion of a large-scale Legal Needs Study that relates to these victims. The second subgrant funds a statewide research project consisting of interviews with judges and clerks throughout Montana. Both projects will be completed within one year. Other court-focused initiatives suggested by the Committee include a video for victims on orders of protection, specialized domestic violence courts and probation programs (compliance monitoring) for domestic violence offenders. Through a STOP VAWA subgrant starting July 1, 2003, a pilot program in Flathead County will be conducting domestic violence offender compliance-monitoring to address safety of victims,

offender accountability and more successful collection of restitution. The program was developed through the Flathead Family Violence Council, a collaborative group with members from the criminal justice system and private non-profit victim services. This project will be done on a pilot basis with the intention of becoming self-supporting within a short period of time. It is the VAWA Committee's hope that this program can serve as a model for other communities to improve coordination of public and private agencies for enhancement of victim safety through offender accountability.

The Fatality Review Team (funded through a STOP VAWA subgrant) will play a pivotal role in educating the criminal justice system, non-profit advocacy programs and the public in how the entire community (medical, legal, educational, employment, family and social systems) is responsible for the safety of all citizens and how we can coordinate better to avoid these tragic and unnecessary deaths. The Team passed enabling legislation in 2002 and conducted its first review of a domestic violence homicide/suicide which left a wife/mother and two children murdered at the hands of their husband/father who then committed suicide. The final report for this first review will be made available by the end of August 2003. Support through STOP VAWA funding was critical in establishing and training the team and will pay for ongoing expenses of meetings and two reviews annually.

The annual VAWA Committee meetings are very important for generating suggestions for programs and initiatives to be funded through MBCC. The Committee uses this annual meeting to look at what has been accomplished and what still needs to be done. The collaboration between non-profit victim services, courts, law enforcement, prosecution and the Montana Coalition Against Domestic and Sexual Violence has been one of the most fruitful endeavors that MBCC has undertaken. In addition to supporting projects suggested by this Committee out of VAWA funding, staff of MBCC can carry forward information on initiatives supported by the Committee that can't be afforded through the VAWA block grant. An example of this is funding requested to add staffing for examination of sexual assault forensic kits by the Crime Lab. Although there was not enough to cover this in the VAWA funding, this application will be forwarded for consideration under the Byrne block grant. Two grant requests for legal assistance to domestic violence victims through Montana Legal Services will also be forwarded for consideration by MBCC from another funding source.

In addition to the STOP block grant, Montana has greatly benefited from the availability of VAWA discretionary grant funds. Montana Legal Services has continued to apply and receive a direct Violence Against Women Act Civil Legal Assistance grant, additional attorneys and paralegals have been hired and strategically placed throughout the state to help victims of domestic violence obtain legal representation for dissolution of marriages, obtaining orders of protection and additional civil legal assistance needs.

We are seeing an increase in Batterers Treatment programs and in some areas of the state revocations for non-compliance are being filed. This year a uniform order of protection was finalized for use throughout the state and on Indian reservations.

Appendix D contains a map of the State showing victim services funded through Montana Board of Crime Control. These maps depict programs that have been providing services on a continuous basis. The majority of established services are concentrated in the population centers of the State. Montana has vast rural areas; for instance, the County of Rosebud in Eastern Montana has a land area of 5,019 square miles with a population density (persons per square mile) of 2.00. On the other hand, Silver Bow County in South Western Montana has a land area of 719 square miles with a population density of 48.07 persons per square mile. This represents the basic disparity between Western and Eastern Montana and explains distribution of victim services throughout our state.

III. MBCC EFFORTS AND INTERAGENCY COORDINATION

The Montana Board of Crime Control has accelerated its efforts to better serve victims in our State. In recent years, Montana has made great strides in addressing the issue of violent crime against women. Since the 1997 legislative session, major victim bills have been passed. House Bill 69 provides protection and treatment of victims of crime in the criminal justice system, increased benefits to victims under the Crime Victim Compensation Program, and required restitution be ordered when the court finds that the victim of an offense has sustained a pecuniary loss. If an offender cannot pay, the court may impose community service in addition to any other sentence. The court may order the forfeiture and sale of the offender's assets; return of property to victim; payment of up to one third of prison earnings; and with the consent of the victim, make restitution in services, in lieu of money. Senate Bill 278 changed the name of the offense of domestic abuse to partner or family member assault; this provides for a notice of rights to victims; authorizes the seizure of weapons by a police officer in a partner or family member assault situation; requires health care providers to provide suspected victims with a notice of rights; provides for temporary orders of protection, orders of protection and a procedure for issuance of those orders. Changes to the restitution statutes discussed in the previous section will also provide greater accountability from offender to victim.

In 1997, the Crime Victim Task Force of MBCC wrote legislation, which eliminated filing fees for obtaining orders of protection. The law was amended and eliminated the service fees for these orders, in 2001 Montana became compliant with VAWAII by amending this statute to now read:

Section 1. Section 40-15-204, MCA, is amended to read:

"40-15-204. Written orders of protection. (1) The court may, on the basis of the respondent's history of violence, the severity of the offense at issue, and the evidence presented at the hearing, determine that to avoid further injury or harm, the petitioner needs permanent protection. The court may order that the order of protection remain in effect permanently.

(2) In a dissolution proceeding, the district court may, upon request, issue either an order of protection for an appropriate period of time or a permanent order of protection.

(3) An order of protection may include all of the relief listed in 40-15-201, when appropriate.

(4) An order of protection may include restraining the respondent from any other named family member who is a minor. If this restriction is included, the respondent must be restrained from having contact with the minor for an appropriate time period as directed by the court or permanently if the court finds that the minor was a victim of abuse, a witness to abuse, or endangered by the environment of abuse.

(5) An order of protection issued under this section may continue for an appropriate time period as directed by the court or be made permanent under subsection (1), (2), or (4). The order may be terminated upon the petitioner's request that the order be dismissed.

(6) An order of protection must include a section that indicates whether there are any other civil or criminal actions pending involving the parties, a brief description of the action, and the court in which the action is filed.

(7) An amendment to a temporary order of protection or to an order of protection is effective only after it has been served in writing on the opposing party.

(8) There is no cost to file a petition for an order of protection or for service of an order of protection whether served inside or outside the jurisdiction of the court issuing the order.

(9) Any temporary order of protection or order of protection must conspicuously bear the following:

"Violation of this order is a criminal offense under 45-5-220 or 45-5-626 and may carry penalties of up to \$10,000 in fines and up to a 5-year jail sentence.

This order is issued by the court, and the respondent is forbidden to do any act listed in the order, even if invited by the petitioner or another person. This order may be amended only by further order of this court or another court that assumes jurisdiction over this matter.""

The bill also strengthened the current law requiring payment of forensic medical exams, by the law enforcement agency in whose jurisdiction the offense occurs. These two legislative changes brought Montana into full compliance with the requirements of the VAWA and VAWAII grants program. Every legislative session MBCC along with other state and private agencies will continue to work toward making changes in the laws, which improve the outcomes for victims of crime.

The 1999 legislative session demonstrated support for agencies that provide services to victims of crime, passing of House Bill 257. This bill imposed a \$10.00 surcharge upon misdemeanor and felony convictions pursuant to Title 45, 61-8-401, or 61-8-406, to help finance local

victim/witness programs. **In 2001, the surcharge was raised to \$25.00.** This bill demonstrates our state's commitment to ensuring that victims of crime receive the necessary support from local as well as federal dollars.

Since 1994, the Victim Compensation Program in Montana has had a full-time Restitution Officer. This person works with local jurisdictions to improve tracking of restitution for victims who have filed claims with the Victim Compensation Program. In addition, the Compensation Program was converted from a paper system to a computerized system, dramatically increasing the speed and efficiency of claims processing. However, with increased criminal justice services more claims are being filed with the compensation program. In 2001, our Attorney General's office established a new Office of Victims of Crime. The crime victims compensation program is now under the administration of the Attorney General but continues to work with the MBCC staff and strive to improve services to crime victims. The MBCC VOCA/VAWA Program Specialist still assists the Compensation Program when needed on difficult cases and works closely with Compensation staff on training issues.

In January 1995, a 15-member subcommittee was appointed by the Board of Crime Control to assist in the development of a statewide strategy for improving the criminal justice response to violent crimes against women; to improve collaboration between private and public service providers and the criminal justice system; and to provide input into the plan for use of the Violence Against Women STOP funds. This committee was reorganized in mid-1999 and new appointments were made to incorporate new viewpoints and continue assisting the State in development of the plan (*see Appendix C*). This committee consists of representation from law enforcement, private/non-profit victim service providers, County and City prosecutors, and service providers on Indian reservations, MCADSV; MLEA; and the Judiciary. MBCC provided the members with the published guidelines for VAWA II funds as well as information on current victim services throughout the state and statistical information.

This committee has met:

April -1995	Helena, MT	MBCC (Scott Hart Bldg.)
April, 1996	Helena, MT	MLEA
March, 1998	Helena, MT	MLEA
August, 1999	Helena, MT	MLEA
May, 2000	Helena, MT	MBCC
June 2001	Helena, MT	MLEA
April 2002	Helena, MT	Downtown meeting room
April 2003	Bozeman, MT	Shelter

After introductions and general educational the subcommittee was able to prioritize the risk factors affecting violent crime against women and the services that are most needed to address these risk factors. This committee will continue to provide input into Montana's plan for utilizing funds from the STOP Violence Against Women grant program.

This year the committee met on April 7, 2003 in Bozeman, MT. The committee evaluated previous goals and objectives as well as the status of current projects. They were given

detailed information on programs funded and were updated on new programs and initiatives. The director for the Montana Attorney General's Office for Victim Services gave an update on the fatality review team and other efforts. The Director of the MCASDV gave a presentation on upcoming training events and other initiatives. The Committee then made specific recommendations to MBCC regarding preferences for new initiatives. The committee reiterated concerns about the issues of rural isolation; access to services, especially shelter in the most isolated parts of the state; and better training among all disciplines. Primarily, they recommended information gathering on sentencing to be used by judges and other criminal justice personnel and better compliance monitoring of domestic violence offenders who are not currently supervised by probation. Specific suggestions included a sentencing study, programs modeled after drug courts and misdemeanor probation through local courts for domestic violence offenders. These recommendations are the focus of efforts by MBCC staff in consultation with the Montana Supreme Court and other local programs expressing interest in developing pilot projects.

The issues of violence against women have come into the forefront of attention in the State of Montana. Victim service programs report an increase in the level of mutual cooperation and support between themselves and law enforcement. Many programs have invited law enforcement to present information to their volunteer staff and have reciprocated by providing training to members of law enforcement. More and more programs at the grass roots level are starting up each year. MBCC continues to receive telephone calls regarding starting new programs or requesting information on funding or legislation.

Since 1995, Montana has actively pursued a variety of training on the topic of domestic violence and sexual assault. The annual training conference for County Attorney's in 1995 was dedicated to the subject of domestic abuse. MBCC staff arranged for Marlene Young of NOVA and Casey Gwynn of the San Diego City Attorney's Office to provide this training. In 1996, MBCC sponsored and conducted a victim/witness workshop, which was attended by 23 advocates. The topics covered at this workshop included the Violence Against Women Act, program evaluation, restitution and victim compensation. MBCC also gathered Chiefs of Police and Sheriffs in 1996 for a conference to discuss the Violence Against Women Act. In May 1997, MBCC and the U.S. Attorney's Office co-sponsored a statewide conference on domestic abuse and sexual assault. More than 200 advocates, prosecutors, police officers and judges attended the conference. Evaluations of the conference were overwhelmingly positive. The efforts of the MLEA and MCASDV have made great improvements in investigative techniques as well as in broadcasting a uniformed policy message about the handling of domestic violence cases throughout the state. They have expanded the training curriculum to include two weeklong schools for victim advocates. The first victim/witness academy class graduated in February 1998, and the second academy was completed in October 1998. Each year, the program graduates approximately 20 advocates. The Program Specialist is a member of the planning committee for the annual Victim Rights Week events each year.

With 2003 STOP funds Intermountain Planned Parenthood will continue to train medical professionals to become Sexual Assault Nurse Examiners. Special efforts at outreach to medical

personnel on Indian reservations and throughout rural Montana will continue. The MLEA's regional workshops will develop SART (Sexual Assault Response Teams) and hope to link SANE trained medical providers to other community key responders to develop a collaborative community response to victims of sexual assault. MCADSV has several training events planned for the upcoming year. **In August 2003, MBCC will host two training workshops for VAWA and VOCA grant recipients to educate them and answer questions on program management and fiscal reporting. MBCC and MCADSV will also host seven training sessions in July/August/September 2003 on data collection using the PDQ system developed by MBCC, MCADSV and MT Dept. of Public Health and Human Services.**

The Program Specialist at MBCC serves on the DELTA Project Advisory Committee for the MCADSV. This project, funded through CDC, supports development of Coordinated Community Response Teams for domestic violence and efforts at prevention of family violence. The Program Specialist also served on the MCADSV Native American Women's Summit committee to help develop a plan for funding a Native American Coalition in Montana. This project received funding and the summit group has dissolved. In addition to the many collaborative efforts with the State Coalition, the Program Specialist is a member of the Victim Advisory Council of the MT Department of Corrections and works very closely with the Department of Public Health and Human services to review grants and develop compliance plans for mutual subgrantees.

IV. GRANT MANAGEMENT INFORMATION SYSTEM

For several years, MBCC had used a joint quarterly narrative and statistical report developed to collect program and demographic information from subgrantees. When MBCC received and reviewed the information, project directors were called to make any clarifications needed in the report. Once the reports were reviewed, the demographic and statistical information is entered into a component of the Grant Management and Information System (GMIS). This program developed by MBCC, also tracks the financial status of grants.

Data entered into the GMIS system from the quarterly narrative report included the following information:

- Number of primary and secondary victims served
- Total unduplicated victims served
- Crime category
- Types of service provided
- Demographics such as:
 - Race
 - Sex
 - Age
 - Disabled/Handicapped
 - Low Income
 - Alcohol/Drugs Involved in Crime
- Types of training for volunteer and paid staff

The following information is also collected for primary victims of domestic violence:

- Number of domestic violence victims served during quarter
- Number of domestic violence victims who reported to law enforcement
- Number of domestic violence victims who filed a temporary restraining order
- Number of domestic violence victims who returned to the abuser
- Number of domestic violence victims who are separated or divorced from offender
- Number of domestic violence victims served by project multiple times (new only)

Although this method of quarterly reporting and data collection allowed MBCC to collect statistics, the manner in which individual programs were collecting the information was not as uniform and detailed as the new system allows. MBCC along with the two other state agencies administering domestic and sexual violence funds developed a contract with the Montana Coalition Against Domestic & Sexual Violence to hire a programmer to create a data base and statistical software that programs are now using and most importantly gathering data in a uniform fashion. PDQ (Providers of Data Quality) is explained in further detail in the evaluation section of this document. Updates of the program have been written to eliminate some of the bugs and quirks inherent in any new system. **In 2003, MBCC entered into a contract with MCADSV to provide technical assistance, training and to act as the central repository for all victim assistance data collected for MBCC, DPHHS and for programs not receiving funding from a state agency. This will provide a more complete picture of the total numbers of victims, services and training efforts being made throughout the state. Detailed reports for VAWA subgrantees will be sent directly to the Coalition and then forwarded to MBCC.**

V. SERVICE GAPS AND RESOURCE NEEDS

Prior to VAWA funding, Montana had a network of victim services programs providing basic services across the state. However, these service providers struggled in a constant state of need. Because of limited funding, most programs provided only basic services during crisis situations. Programs in Montana derive their funding from a combination of federal, state and local support, augmented by United Way contributions, private donations and fund raising. Most funding sources have remained the same or declined in recent years leaving programs with less operating funds. Grant funding from the MBCC has declined while costs have gone up for programs. Many programs have limited their service area due to the high costs of transporting victims. This is particularly detrimental to rural victims. Others have had to cut back severely on staff at shelters in order to keep their doors open. This often results in shelters in which clients are afraid to stay or to which access is limited and uncertain. The increase in victims seeking services combined with previous reductions in funding levels creates a dangerous environment for women and children fleeing abusive homes and for all women when victims of sexual assault

do not have the support they need to follow through with the prosecution of offenders. **Funding is expected to continue to drop in the next several years as dollars are diverted to homeland security and other federal initiatives. With fewer dollars, most programs will see reductions enhancing the need for collaboration and creativity.**

It is these problems that became the focus of the first STOP Violence Against Women Subcommittee formed by MBCC. The consensus of that group was that basic services were still lacking in many areas of the state and that existing programs need increased support. Only through increased funding can programs provide crisis intervention and basic services as well as expand their services to include ongoing support for victims.

Since 1995, the Committee has identified system wide training as one of the major shortfalls in the current system in Montana and an area that should continue to be addressed under the STOP Violence Against Women grant program. Previous lack of training and awareness created a situation where many officers and prosecutors had little or no knowledge regarding the power and control issues let alone how to handle domestic calls or cases. This left officers in a dangerous position when responding to these calls as well as creating additional trauma for victims. Through grants awarded under VAWA, Montana has made long-term statewide changes as well as improvements at the community level. MLEA has done an outstanding job of increasing and improving the training through a full-time domestic violence program manager at the Academy and from MCADSV. These combined efforts, travel throughout the state conducting regional training for officers, prosecutors, advocates and other interested parties have gone a long way toward achieving the mission of the Committee. The basic academy required for all law enforcement agencies in our state has gone from a one-hour presentation to 12-academy hours regarding domestic violence, stalking and evidence collection. They have also added a victim/witness school to the academy calendar and most recently an advanced advocate training program and a sexual assault response training.

Lack of funding and awareness of the issues has also severely limited **outreach** activities. The group felt that we must get at the root of the problem, which stems from societal attitudes toward women and the belief that domestic violence is a private family matter. There are increasing numbers of programs in Montana responding to family violence issues in the school system. This change has provided important work in the area of heightening community awareness. Until we address the attitudes and belief systems of the public and those that serve through public education, we will not be able to penetrate the veil of secrecy surrounding violence against women. **In 2003, Montana's State Coalition (MCADSV) received funding to help communities develop teams and focus on prevention efforts. The Program Specialist of MBCC serves on the advisory committee for this project. Many of the programs funded under VAWA have strong awareness components. In FY97, MBCC awarded funds to a large University Sexual Assault services and awareness programs. Other programs have concentrated their efforts on rural outreach and awareness. Many communities have formed task forces to address the issue of violence against women.**

A large group of Montanans attended the CROSSING BORDERS regional meeting on implementing Full Faith and Credit. This group has worked actively since attending the conference to revise the order of protection forms victims need to complete and are developing a face sheet to help dispatchers within law enforcement agencies enter orders into the Montana Criminal Justice Information Network. With the Uniformed Endorsement of the orders of protection act successfully passed, the MBCC has worked extensively with our Criminal Justice Information Network (CJIN) personnel. They provide annual certification training for CJIN operators in Montana and will address order of protection entry into the system.

Another area in which services were lacking is in the area of criminal justice advocacy. Many victims are fearful of the "system" because they do not have the necessary support. **Prior to VAWA funding**, Montana had only five victim/witness programs. It has been demonstrated by these existing programs that having a victim/witness assistant in a law enforcement agency or County/City Attorney's office can have a profound positive effect on the willingness of victims to take action and follow through on the prosecution of their cases. It also enables prosecutors and law enforcement to do their jobs better, by having someone to support the victim and answer their questions on a regular basis. **Since the VAWA funding in 1995 was made available, Montana has more than tripled the number of victim/witness programs and provided coverage to the majority of the State. This was the result of careful coordination of the VOCA & VAWA grant review process. Without this coordination, many gaps would have been left unfilled.**

Basic services are limited in 10 counties and existing programs struggle to meet the needs of the victims they serve. Programs do not have funds available for emergency financial assistance. There exists a gap in services between the eastern and western halves of our state. In the west (higher population density) more options and services exist and speed of service delivery is acceptable. In the east, a "wait" exists. Professionals wait for reports (crime lab, evaluations, medical) to be completed and returned, the criminal justice system waits to proceed. The west experiences busy courts and arraignments and trials move at a pace necessary to keep court dockets flowing, however, victims are not always kept informed with the abrupt pace. In the east courts are not as crowded, it is less formal and victims are kept informed throughout the process. The courts in all areas of the state need to do a better job of collecting fines and restitution. **In 2002 and 2003, the Committee recommended pursuing development of supervision programs for domestic abuse offenders to improve sentence compliance. VAWA funding will support a pilot project in Flathead County that can be duplicated in other areas if successful.**

The committee has continually noted that there is a gap in understanding our cultural issues (most specifically Native American) law enforcement noted that it is very important to know that there are different ways to address different cultures and until we address this we will continue to see underreporting. **MCADSV with grant funding through MBCC provided training in cultural competency for advocates and others in order to improve services to Native American victims. This was done at the *Healing the Broken Circle* conference held in August 2002.**

The following gaps in training were identified at the VAWA Committee meeting to continue to work on for the three-year period of this plan:

- a. Officers are unaware of sexual assault trauma and victims time frame of understanding, resulting in victims not being believed or threatened with charges of false reporting. Officers need more specific training for sexual assault victims on the interview process. **This is being addressed through the new Sexual Assault Response training at MLEA.**
- b. Orders of protection are not clear and concise; law enforcement need consistent wording for enforcement. If orders are switched from one court to another the hearing could be extended from 20-45 days. **A uniform order of protection has been finalized to use throughout the State and on Indian reservations.**
- c. Need a traveling road show for law enforcement training, training needs to address report writing, evidence collection and interview techniques. **Regional training will be done by MLEA as well as training provided by some local law enforcement agencies such as the Billings Police Department.**
- d. Officers need training to get consent for release of information at the first response for photographs and medical information. **MLEA will be notified that this is a training need.**
- e. Officers choose training they want to attend, need to attend Domestic and Sexual Violence training not just homicide and drug training. It is noted that the size of a department dictates training. Law Enforcement stated the need for officers to have these matters brought from the head to the officer's heart. **There is more interest than in the past for domestic and sexual violence training. The largest law enforcement agency in the state has requested and been granted VAWA funding to provide domestic violence training. All sworn law enforcement officers in this city will be required to attend the training. This demonstrates leadership commitment to prioritizing this type of training.**
- f. Judges need to be trained better in the areas of DV so they understand not to dismiss cases when a victim is unwilling to participate or cooperate with law enforcement and prosecution, and make sure that the orders of protection issued are clear. **This concern as written last year was the subject of much discussion at the 2002 Committee meeting. Judges and other committee members felt that the true concern is one of lack of information for judges on sentencing and need for prosecutors to be willing to prosecute the cases. It was clear that the way this was written did not correctly reflect the reality that judges do not "dismiss" cases, rather there is a breakdown in the entire system prior to getting to court. These issues are being addressed through better law enforcement training and education for prosecutors. It is true that there is still much work to be done in providing education and information to all professionals who work with victims. MBCC staff encouraged development of a**

research project to gather information from courts statewide. FY 2002 and FY2003 VAWA funds have been granted to the Supreme Court and Montana Legal Services to pursue this research. Judges have also attended training in 2002 on full faith and credit and confiscation of handguns in domestic violence cases. Judicial Committee members indicated concern regarding clear notification to offenders that they may lose their guns if they plead guilty or are convicted. This is a complex issue, which will require much ongoing effort and coordination. Training will continue for judges through a VAWA grant in FY2003.

- g. More needs to be done in the area of compliance monitoring of domestic violence offenders. During the 2003 Committee meeting, recommendation was made to fund a program as a pilot project to begin addressing this need on a local basis. In this way, communities can tailor the program to meet the needs locally. An application was received from the Family Violence Council in Flathead County and will be funded out of FY2003 VAWA dollars.
- h. Legal representation for domestic abuse victims is seriously lacking in Montana. Although there was not enough VAWA funding available to fund two proposals submitted by Montana Legal Services, MBCC has encouraged that they resubmit the applications for consideration under another funding source administered by MBCC.

VI. MAJOR PROGRAM AREAS TO BE FUNDED

The STOP Violence Against Women Subcommittee first identified and prioritized the major risk factors for women. These risk factors included isolation, lack of services and vertical prosecution policies, cultural attitudes, mental illness, lack of system wide training, fear of the "system", low income, financial dependence and underreporting of second and subsequent offenses.

In 2002 the committee identified that, although our training has made great strides with VAWA funds, we need to concentrate on specific information and training for judges and all disciplines need additional training on sexual assault issues. This is being addressed through research into sentencing and continuation of the MLEA training programs for advocates and law enforcement. This will also be addressed through regional training efforts sponsored by local law enforcement agencies and funded with VAWA grants.

The second highest priority for training funding identified by the Subcommittee in 2001 was training for law enforcement, prosecution, judges and service providers especially in the area of sexual assault. This system wide training is addressed through funding of two ongoing major statewide programs.

The first program is collaboration between the Montana Law Enforcement Academy (MLEA) and the Montana Coalition Against Domestic Violence (MCADSV). The

curriculum for domestic violence and sexual assault at the Academy has been expanded, improved and updated in addition to developing training for officers of all levels and others in the criminal justice system conducted statewide. A full-time employee from the MCADSV has been hired to coordinate and implement this project at the academy. This coordination of effort by MLEA and MCADSV exemplifies the commitment Montana has to bridging the gap between the criminal justice system and the non-profit sector to provide the best services possible to victims. In 1998, this program conducted its first victim/witness advocacy school. The MLEA and the MCADSV are putting a greater focus and emphasis on sexual assault training; they are developing a manual for law enforcement and will introduce it at regional trainings.

The second training project is in its fifth year. Intermountain Planned Parenthood provides training for Sexual Assault Nurse Examiners. SANE training is offered to registered nurses, nurse practitioners and physician assistants to gather forensic evidence in a respectful and compassionate manner. The training provides scholarships for rural and remote areas to send individuals to the training. Continued efforts will be made to do outreach to medical providers serving Native American populations on and off reservations.

Coordination of services was discussed as an area that needed to be worked on within communities. In recent years, there has been an increase in cooperation between law enforcement and victim service programs. Grant applications for VOCA funding must demonstrate that they coordinate their services with other service providers and that they have the support of the community. This same requirement applies to the VAWA applicants.

Many of the grants awarded since FY95 are models of collaboration. Five counties in the eastern part of Montana share the services of a victim/witness advocate. This person travels between counties, wherever services are most needed. The MLEA and MCADSV have also teamed up to increase and improve training across the state for law enforcement. The Supreme Court has a grant to train judges and other court personnel throughout the state. The guidelines of the VAWA grants program have given communities the incentive they needed to address one of the major problems identified by the STOP Violence Against Women Subcommittee, lack of coordination. The opening of dialog within communities will create lasting change in the way services are delivered. MBCC staff serves on the advisory council for the DELTA project which will fund communities throughout Montana in developing coordinated community responses and prevention programs.

The final phase of the Committee's planning process was to identify services they believe to be important in addressing the risk factors and system weaknesses. They reviewed the priorities established since 1995 and reached consensus on what the five major areas were and how they fit in with the eleven purpose areas outlined in the VAWA guidelines. Discussion focused on offender accountability, victim safety and court issues that need to be addressed. This generated ideas for misdemeanor probation pilot project, research on sentencing and fatality review team efforts. The Committee also identified the need to have training for Indian Health Services on use of colposcope and gathering forensic evidence

locally, which will be addressed through the SANE grant funded with a VAWA grant. Efforts will also be made to try to find funding for civil and criminal legal representation for domestic violence victims.

Grants under this program may be used for the following eleven (11) purpose areas. The STOP Violence Against Women Committee appointed by MBCC representing law enforcement, prosecution, non-profit victim services and statewide coalition has recommended that priority be given to those proposals addressing the purpose areas marked in bold.

1. **Training law enforcement officers and prosecutors to identify and respond more effectively to domestic violence, dating violence, sexual assault and stalking.**
2. Developing, training, or expanding specialized units of law enforcement officers and prosecutors that target violence against women.
3. Developing and implementing police and prosecution policies protocols, orders, and services specifically dedicated to preventing, identifying, and responding to violent crimes against women.
4. Developing, installing, or expanding data collection and communication systems to identify and track arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women.
5. **Developing, enlarging, or strengthening victim services programs for victims of domestic violence, dating violence, sexual assault, and stalking; developing or improving delivery of victim services to racial, cultural, ethnic, and language minorities and other underserved populations; providing specialized domestic violence advocates in courts where a significant number of protection orders are granted; increasing reporting and reducing attrition rates for cases involving violent crimes against women.**
6. Developing, enlarging, or strengthening programs to address stalking.
7. Developing or strengthening programs to assist Indian Tribes in addressing violent crimes against women.
8. **Supporting formal and informal statewide, multidisciplinary efforts to coordinate the response of law enforcement, prosecution, courts, victim services to sexual assault, domestic violence, dating violence, and stalking. *Specific emphasis will be placed on development of misdemeanor probation programs to address offender accountability and victim safety.***
9. **Training sexual assault forensic medical personnel examiners.**

10. Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and victim services to address and recognize the needs and circumstances of older and disabled individuals who are victims of domestic violence and sexual assault.
11. Providing assistance to victims of domestic violence and sexual assault in immigration matters.

SUMMARY:

Population, Geographic Area & Under-served Groups

Throughout this document the reader will find references through narrative, maps and charts related to spatial issues, population density and the plight of individuals receiving minimal or fragmented services. Most deficiencies can be attributed to geographic barriers and a lack of resources as opposed to misunderstanding and attitude. Montana has no Standard Metropolitan Statistical Area (SMSA), the common measure for urban/non-urban differentiation. With 6 or 7 exceptions, towns are all under 25,000. Only one has a population over 100,000. With that consideration, **nonurban** and **rural** differentiation is of little value.

Montana is committed to addressing the access to service problem experienced by extremely isolated victims. We must also address the service delivery barriers presented in the more populous western third of the state. MBCC will strive toward an equitable fund distribution that acknowledges the needs of victims across the spectrum of geography and population. Because this state's process is predicated on a competitive process, we are compelled to objectively judge the quality, vision, and responsiveness of all grant applications.

Since 1995, MBCC has advertised both VOCA and VAWA funds at the same time each year. This coordination of funding for victim services has made it possible to close many of the gaps in services. A clear picture of available services and training activities can be seen only when looking at both sets of grants side by side. This strategy has also created a more streamlined approach to funding, eliminating the potential for unnecessary duplication.

VII. GOALS & OBJECTIVES

The following goal and objectives were derived from discussion among committee members

Goal: To provide every female victim of violent personal crime accessible and appropriate assistance by knowledgeable, well-trained and compassionate public, private service providers and court system personnel.

Objective 1: To strengthen and augment the effectiveness of domestic violence and sexual assault programs by increasing knowledge about victims and access to victim services.

Objective 2: To increase the capacity of the judiciary, law enforcement, and prosecutors to more effectively identify and respond to violent crimes against women, specifically sexual crimes against women and children, by implementing a recurring training program, improving access to educational resources for each target group, and coordinating access to statewide training programs. *In April 2003, Committee members emphasized the need for compliance monitoring of domestic violence offenders for the purpose of improving victim safety. A pilot project has been funded starting in FY2003.*

Objective 3: To strengthen victim services by increasing capacity to provide victim advocacy, recruitment and training of volunteers and coordination with existing key stakeholders and service providers to enlarge the scope of services through grant support.

Goal: To provide every female victim of violent personal crime accessible and appropriate assistance by knowledgeable, well-trained and compassionate public, private service providers and court system personnel.

1. Objective: To strengthen and augment the effectiveness of domestic violence and sexual assault programs by increasing knowledge about victims and access to victim services.

Strategy: To provide funding to existing victim service programs, particularly in areas where outreach activities in underserved or rural areas is addressed. Continue to encourage community coordination of activities.

This objective has been met and will remain an ongoing objective. The following programs have been funded to meet this objective.

Confederated Salish & Kootenai Tribes – The prosecutor’s office of the Confederated Salish & Kootenai Tribes will continue to provide victim/witness services for victims of violence who need support and advocacy during prosecution. The program will offer criminal justice advocacy, emotional support, information and referrals, personal advocacy and assistance with orders of protection. The prosecutors’ office and the law enforcement agency will provide cross training on sexual assault and domestic violence issues. This tribe has cross deputization with civilian law enforcement and therefore will require the advocate to be apprised of both tribal and state statutes regarding victimization.

Gallatin County Attorney - This program will continue to provide criminal justice advocacy, emotional support, information/referrals and personal advocacy to victims of domestic abuse, stalking and sexual assault referred by the City of Bozeman and the County Attorney. The advocates will also provide training to local programs and law enforcement. This program has developed a task force of key persons who are offering multi-disciplinary training for the

community and very effective and cooperative referrals so victims are having their needs met from all available sources within Gallatin County.

Yellowstone County Attorney - This grant provides victim/witness advocates who specialize their services for the cases involving domestic abuse, sexual assault and stalking that are handled by the County Attorney's Office. The two full-time employees, specifically for partner/family member assaults and one for felony sexual assault and crimes against children will provide court accompaniment, assistance with Orders of Protection, emotional support, information/referral and transportation for female victims of crime.

Dawson County Attorney - This victim/witness program provides services to female victims of crime for the entire 7th Judicial District that includes Dawson, McCone, Wibaux, Richland and Prairie counties. The full-time advocate provides criminal justice advocacy, crisis counseling, information/referral, transportation, personal advocacy and assistance with filing for victim compensation. In addition, she works closely with law enforcement and prosecution in the training offered to law enforcement personnel in their community. The advocate in this program and the three surrounding domestic and sexual abuse programs have established formal and informal means of working with victims to insure that as many services as possible are met.

Park County Attorney - This victim/witness program continues to provide services to female victims of crime in Park County. The funding will be used to continue a part-time advocate position. This advocate provides criminal justice advocacy, personal advocacy, crisis counseling, transportation, information/referral and assistance with filing for victim compensation. The Livingston community has created a network of professionals consisting of law enforcement, prosecution, victim/witness and shelter staff from the Tri-County Network Against Domestic and Sexual Abuse who have developed complete and comprehensive victim services in Park County.

Dillon Women's Resource Center – The Advocacy and Safe Home Program (ASH) of the Women's Resource Center provides direct client services to victims and their children in Beaverhead and Madison Counties. These services include, but are not limited to emergency food, clothing, transportation, 24-hour hotline, medical, legal and personal advocacy, safe shelter accommodations, peer counseling, crisis intervention, support groups, follow-up services, information and referrals, assistance with crime victims compensation and provide school and community awareness and outreach campaigns.

Custer Network Against Domestic Abuse – CNADA offers services to victims of domestic and sexual abuse and stalking within a five county area. The program has a small home that they rent for office space and has the ability to shelter one family; otherwise they utilize safe homes and motels. They offer 24-hour crisis line advocacy, personal and legal advocacy and will have training for all of the law enforcement agencies within their 5-county region.

Friendship Center - This program based in Helena provides for a full-time sexual assault victim/witness coordinator and a 10-hour per week sexual assault educator. They work closely with the County Attorney and the Police and Sheriff's Departments to provide criminal justice

advocacy, personal advocacy and emotional support to victims of domestic abuse and sexual assault. This program has developed specific community events to heighten the public's awareness, demonstrated a need to have more volunteers carry out the necessary victim services and work well with community members to create a multi-disciplinary approach to victim's of sexual assault.

Butte Safe Space - Through VAWA funding this program has been able to provide staff coverage of the shelter at night and on weekends, which has substantially improved the safety and accessibility of the shelter. Because this shelter serves so many victims of domestic and sexual abuse, it was imperative to provide 24-hour staffing and to be available to law enforcement when they have a victim to place.

YWCA-Sexual Assault Services –Billings – This program utilizes VAWA funding to have a full-time sexual assault advocate to provide services to victims in Yellowstone, Bighorn, Treasure, and Carbon counties. The program provides accompaniment services to sexual assault victims to hospitals, referral and counseling services to victims, their families and friends. A community outreach and education on sexual assault to area high schools, middle schools, service groups, churches and employers are a component of this program.

Tri-County Network Against Domestic Violence & Sexual Assault - This program has been an outreach effort of the Bozeman Area Battered Women's Project since 1996. The goal of the program has always been to become and independent functioning non-profit, through hard work and dedication by many community members this organization now exists independently. They will continue to provide crisis intervention, counseling, information/referral, shelter and personal advocacy to victims of rural neighboring counties. In addition, they work well with the victim /witness advocates from Park and Sweetgrass counties to coordinate volunteer efforts. The shelter in Livingston has established itself within the community and is working closely with the community to offer comprehensive services.

2. Objective: To increase the capacity of the judiciary, law enforcement, and prosecutors to more effectively identify and respond to violent crimes against women, specifically sexual crimes against women and children, by implementing a recurring training program, improving access to educational resources for each target group, and coordinating access to statewide training programs.

Strategy: • To continue to provide support to the Montana Law Enforcement Academy (MLEA) to develop a domestic violence and sexual assault curriculums appropriate for basic officers and command staff and the mechanism to provide the training to all sworn law enforcement officers.

* The Supreme Court will provide training to judges through their annual schools.

- To continue to provide support for the Sexual Assault Nurse Examiners training for registered nurses, nurse practitioners and physician assistants to gather and collect forensic evidence in a compassionate manner. **To improve outreach to medical providers on Indian Reservations and to rural practitioners.**

To meet objective #2, MBCC invited proposals from MLEA, and Intermountain Planned Parenthood; two proposals were awarded to address all of the elements of this objective. MBCC will confer with the Intermountain Planned Parenthood SANE program to improve outreach to Montana's Indian reservations.

MLEA in collaboration with MCADSV developed and implemented an expanded domestic violence and sexual assault curriculum for use at the Academy and regional training conferences for law enforcement personnel working throughout the state. This training grant will impact all levels of the criminal justice system from cadets to senior officers. Other criminal justice personnel such as 911 operators will also receive training. The goal of this project is to make the expanded curriculum a regular part of the ongoing training and to weave the philosophy of reducing violence against women through the entire academy training curriculum. In 1998, MLEA also started the first victim/witness academy and has recently developed an advanced advocacy course.

This objective has been met and will remain an ongoing objective. The following programs have been funded to meet this objective. *Added in 2002/2003 is a court personnel training project through Montana Supreme Court. In FY2002, Supreme Court was also awarded VAWA funding to do research into domestic violence issues in the courts and into legal needs of domestic violence victims.*

Montana Law Enforcement Academy - The Montana Law Enforcement Academy will be continuing its efforts to provide consistent and thorough training to cadets at the academy and field officers at all levels across the state on how to handle and investigate domestic and sexual violent cases. This project is a joint effort between the Academy and the Montana Coalition Against Domestic and Sexual Violence. The continuation of the increase in the basic academy offers law enforcement the chance to respond to call in the scenarios. The grant will take on a new direction this year and offer SART (Sexual Assault Response Team) training in two locations of the state, they will combine efforts of the SANE training grant and help local communities develop more comprehensive strategies to approaching victims of sexual violence. The basic Victim/witness academy and the Advanced Victim Academy will continue under this grant.

Intermountain Planned Parenthood - This agency will continue to receive Violence Against Women funding to continue to offer intense training to licensed nurses, nurse practitioners and

physician assistants for Sexual Assault Nurse Examiners (SANE). This program establishes standards for training and conducting outreach to rural nurses so victims of sexual assault can have thorough and reliable evidence collection. The use of colposcope and photographic equipment continues to be a major part of this grant as well as developing a close network with the Montana Crime Lab for specifics needed in collection of evidence. This grant will work closely with the Montana Law Enforcement Academy in identifying trained medical professionals in areas where SART training will be offered to help bring local communities together to respond in a unified way that is caring and compassionate. Researchers have found that colposcopy may be the best examination method yet reported for seeing genital findings associated with rape and for evaluating whether findings may be linked to a reported assault. Outreach to Indian reservations will be a priority this coming year.

Dawson Spouse Abuse Program - This program currently funded under the Victims of Crime Act will again offer a two-day educational and informational seminar to community professionals who work with victims of domestic violence, sexual assault and stalking. Continuing education credits have been applied for, through Dawson Community College. This seminar will provide outreach to other areas where victim services are limited due to rural issues. This will be the fifth annual training seminar provided through funding from the VAWA, in an area where training and development opportunities are rare.

Billings Police Department – The Department will sponsor two training seminars in September 2002 as part of an ongoing effort to provide police officers and investigators with enhanced resources to effectively confront domestic violence issues in an in-depth and comprehensive manner. The main objective of the seminar is to further officer understanding of the victim point of view and the perceived lack of protection and loss of trust in government and law enforcement. They will place an emphasis on victim-oriented investigative techniques. Topics covered will include evidence gathering and interviewing skills; applicable domestic violence laws; domestic violence involving special needs populations (children, elderly, disabled). Emphasis will be on effective, victim-oriented interviewing skills and increasing knowledge of advocacy, assistance and family dynamics of domestic violence. Retired Lieutenant Mark Wynn of Nashville, Tennessee will moderate the seminar. All sworn law enforcement officers in Billings will be required to attend. Others such as prosecutors and advocates will be allowed to attend also.

Montana Supreme Court – Statewide training for judges and other court personnel in how to handle domestic violence cases and orders of protection. Additionally in 2002/2003, the Supreme Court is using VAWA funding to do research into current court practices and legal needs of domestic abuse victims.

3. Objective: To strengthen victim services by increasing capacity to provide victim advocacy, recruitment and training of volunteers and coordination with existing key stakeholders and service providers to enlarge the scope of services through grant support.

- Strategy:**
- To increase knowledge of, and interest in Victim and Witness projects through production and distribution of an implementation guide to be distributed statewide to prosecutors, law enforcement and victim service providers by July 1995. The short term desired response would be proposals to initiate victim/witness projects with grant funds beginning in 1995. Emphasis is given to current successful programs that they may continue to have funding for services.
 - To strengthen victim services projects ability to provide consistent, sustained advocacy and support by requesting competitive proposals which would increase administrative staff and skills to create public awareness, fund raise, recruit and train volunteers and establish cooperative activities with existing community resources. Request for Proposals were distributed statewide to existing victim service projects and law enforcement agencies in August 1995; successful applicants were awarded grant funds in October 1995 by vote of the Board of Crime Control. Preference was given to those proposals, which indicate existing gaps in service because of location, target population, or specific barriers to providing services. **Requests for Proposals are sent out annually in January.**
 - To encourage expansion of victim services programs to include public education, prevention activities in the schools, ongoing case management for victims and their families, and other preventive efforts aimed at combating violence against women at its roots. Placing emphasis on strengthening victim services in the Request for Proposals encouraged this.

This objective has been met and will remain an ongoing objective. The following programs have been funded to meet this objective.

Helena Police Department - This department has hired a specialized officer to investigate and coordinate cases involving violent crimes against women especially domestic abuse, sexual assault and stalking. The officer is working with community members on how to investigate crimes when either the victim or offender suffers from mental illness or has developmental disabilities. Besides a specialized officer, ongoing training for patrol officers and prosecutors as to the dynamics of these crimes, comprehensive report writing, and effective prosecution is addressed within the department. This program works cooperatively with the victim/witness advocacy project and the sexual assault program at the Friendship Center and is involved with

the Helena Family Violence Council. The officer meets with high school students and reaches the community through public awareness campaigns with the aide of Carroll College interns.

Gallatin County Sheriff - This law enforcement agency utilizes Violence Against Women funds to establish a specialized investigator to improve the agency's response to domestic violence and other violent crimes against women. This officer will not only specialize in these crimes, but will also train others in the department and present information on the efforts of the department to other community groups. The investigator will act as a liaison between other criminal justice agencies, non-profit services and the victims. This program, named "Operation Freedom From Fear", will work closely with the victim/witness advocate for the City/County on a regular basis to improve the handling of these crimes in Gallatin County.

Billings City Attorney's Office – The city attorneys' office in Billings will continue to have a dedicated prosecutor to handle partner/family member assaults, sexual assaults and child incest cases. The office has adopted a "no-drop" policy for partner/family member assaults and has two victim/witness advocates in their office that will work closely with this attorney so that victims are involved in the decisions surrounding their cases. The attorney's office will provide training to the police department on preferred response, crime scene documentation and most importantly on capturing "excited utterances" in their reporting. The advocates and attorney have revised officer's checklist for responding to these crimes and have filed many revocations on offenders who are not following through with their sentencing recommendations.

MT Attorney General's Office of Victim Services and Restorative Justice - This is a statewide domestic violence fatality review team consisting of victim services, law enforcement, prosecution, victim/witness advocates and judges. The team has been trained by Neil Websdale and will select two "closed" cases to review annually. This team reviews the systematic approaches to DV homicide cases, identifies gaps in services and makes recommendations to better implement a coordinated community response.

MBCC has accomplished many things with VAWA including funding the development and distribution of over 700 copies of a "Guide to Establishing Victim/Witness Programs" in July 1995. MBCC staff also arranged for Marlene Young of NOVA and Casey Gwinn of the San Diego City Attorney's office to speak on violence against women and prosecution of domestic violence cases at the annual MT County Attorney's Conference. In FY97, MBCC set aside \$1 million of the VOCA funding and wrote a targeted RFP for a three-year victim/witness pilot project. These efforts along with technical assistance to programs resulted in more than tripling the number of victim/witness programs funded by MBCC (from 5 prior to FY95 to 20 in FY97). Training for all of the new programs has been made available through the Law Enforcement Academy's new Victim/Witness Academy. MBCC held a statewide conference in May 1997 on domestic violence and sexual assault. More than 200 advocates, prosecutors, police officers and judges attended. Meeting this objective has been one of the major success stories of the VAWA funding.

MBCC gave preference to applications from non-profit victim service programs that requested funds for expanding services, rural outreach and public awareness activities. This allowed the state to achieve the objective of strengthening victim services and extending these services to a greater number of victims. Applications also received a more favorable review if they demonstrated coordination with law enforcement and other existing service providers.

CJIN (Criminal Justice Information Network) has annual mandated training for law enforcement agencies on entering into the state and federal criminal databases. In 2002 the annual certification training was on orders of protection.

VIII. EVALUATION

MBCC prior to PDQ evaluated STOP Violence Against Women programs in Montana by:

- A description of the data and narrative reporting requirements is contained elsewhere in this document. Collected quarterly, this information provides quantitative documentation of the volume of activity engaged in by each project. The narrative reporting also identifies areas of particular concern, or highlights of specific successful activities - helpful information as staff considers technical assistance needs of projects.
- On-site monitoring of programs by MBCC's Program Specialist addressing awareness prevention activities, collaboration and service delivery activities.

◆ Providers of Data Quality

The statistical database that has been fully implemented in more than 50 programs will provide Montana with more accurate statistics, help to document the need for funding and demonstrates how collaboration with our state coalition is vital.

P.D.Q. (Providers of Data Quality) developed in Access 2000 increases the validity of statewide statistics and simplify the reporting process for sub grantees. A focus group was created to work with the programmer; this group consisted of state funding administrators, local service providers from shelters and victim/witness programs and staff from MCADSV. The software is currently being used throughout the state. This database captures the above-mentioned statistics and provides programs with an extended database of clients served as well as gives them a tracking mechanism for offenders. Training has been developed by MCADSV and they will be responsible for the installation into local programs. P.D.Q. will provide more in-depth evaluation of the populations receiving services, provide accurate statewide statistics as well as provide statistics to the federal government. This data will give us a clearer picture of the number of victims receiving services and the demographic characteristics.

Training will be provided by MCADSV through seven workshops around the state in the summer of 2003 to all agencies who need it. A survey was sent to all PDQ users in May 2002 to determine training needs and gather feedback on the program.

Because this new program captures so much data, it required giving programs the necessary training and technical assistance needed to successfully reach implementation, this was done by MCADSV. Recipients of STOP Violence Against Women and Victims of Crime Act funding are all required to use this program.

APPENDIX A

Budget for FY02 and FY03
And
Subgrants Summary

APPENDIX B

Montana Board of Crime Control

-Organizational Chart

- List of Board Members

APPENDIX C

List of
STOP Violence Against Women Committee

APPENDIX D

Maps:

- Victim Services Statewide**
 - Prior to FY95**
 - FY96**
 - FY97**
 - FY 98/99**
 - FY00**
 - FY 01**
 - FY 02**
 - FY 03**

APPENDIX E

RFP 02- VAWA

RFP 03- VAWA

